

SENATE RECORD VOTE ANALYSIS

104th Congress
2nd Session

Vote No. 4

January 26, 1996, 6:24 p.m.
Page S-446 Temp. Record

BALANCED BUDGET DOWNPAYMENT ACT, I/Passage

SUBJECT: Balanced Budget Downpayment Act, I . . . H.R. 2880. Passage.

ACTION: BILL PASSED, 82-8

SYNOPSIS: H.R. 2880, the Balanced Budget Downpayment Act, I, will provide continuing appropriations through March 15 for those portions of the Federal Government for which regular appropriations bills or targeted appropriations bills have not yet been enacted. Funding levels for programs will vary to reflect Congress' priorities and its intent to balance the budget in 7 years. Details are provided below.

The following regular appropriations bills have not yet been signed into law: Foreign Operations; Interior (vetoed); Commerce, Justice, State, Judiciary (vetoed); Veteran Affairs, Housing and Urban Development (vetoed); Labor, Health and Human Services, Education (not yet considered in the Senate due to a Democratic filibuster); and District of Columbia. Appropriations for the programs of these bills that have not been funded by targeted continuing appropriations bills (see NOTE below) will be as follows:

- Foreign Operations: this bill will enact the fiscal year (FY) 1996 Foreign Operations Appropriations conference report; the "Mexico City Policy" (barring aid from going to foreign organizations that provide abortion services as a method of birth control) and the ban on funding the United Nations Population Fund while it operates in China (which has coercive abortion and sterilization policies) are not included, but no funding will be made available for any family planning activities under this bill until July 1, 1996, and funds will only be made available through the succeeding months at 65 percent of the FY 1995 level, apportioned on a monthly basis;

- Interior: programs will be funded at the lower of the FY 1996 House-passed, FY-1996 Senate-passed, or FY 1995 enacted appropriations bill level under the terms and conditions of the FY 1995 bill; terminated or severely impacted programs will be funded at 75 percent of the current level; exceptions will be made for the Indian Health Service, the Bureau of Indian Affairs, the National Park Service, and the Fish and Wildlife Service, which will receive funding at the FY 1996 conference level until March 15;

- Commerce, Justice, State, Judiciary: programs will be funded at the FY 1996 conference agreement level while maintaining the terms and conditions from the enacted FY 1995 appropriations legislation, except that Justice Department programs will operate

(See other side)

YEAS (82)				NAYS (8)		NOT VOTING (9)	
Republican (43 or 96%)		Democrats (39 or 87%)		Republicans (2 or 4%)	Democrats (6 or 13%)	Republicans (8)	Democrats (1)
Abraham	Jeffords	Akaka	Inouye	Brown	Bryan	Bennett ⁻²	Hollings ⁻²
Ashcroft	Kassebaum	Baucus	Johnston	Helms	Dodd	Campbell ^{-2AY}	
Bond	Kempthorne	Biden	Kennedy		Glenn	Coats ⁻²	
Burns	Lott	Bingaman	Kerrey		Lautenberg	Domenici ⁻²	
Chafee	Lugar	Boxer	Kerry		Levin	Faircloth ⁻²	
Cochran	Mack	Bradley	Kohl		Reid	Gramm ⁻²	
Cohen	McCain	Breaux	Leahy			Kyl ⁻²	
Coverdell	McConnell	Bumpers	Lieberman			Shelby ⁻²	
Craig	Murkowski	Byrd	Mikulski				
D'Amato	Nickles	Conrad	Moseley-Braun				
DeWine	Pressler	Daschle	Moynihan				
Dole	Roth	Dorgan	Murray				
Frist	Santorum	Exon	Nunn				
Gorton	Simpson	Feingold	Pell				
Grams	Smith	Feinstein	Pryor				
Grassley	Snowe	Ford	Robb				
Gregg	Specter	Graham	Rockefeller				
Hatch	Stevens	Harkin	Sarbanes				
Hatfield	Thomas	Heflin	Simon				
Hutchison	Thompson		Wellstone				
Inhofe	Thurmond						
	Warner						

EXPLANATION OF ABSENCE:

1—Official Business
2—Necessarily Absent
3—Illness
4—Other

SYMBOLS:

AY—Announced Yea
AN—Announced Nay
PY—Paired Yea
PN—Paired Nay

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under the terms and conditions of the FY 1996 conference report; the Advanced Technology Program (ATP), COPS, and Ounce of Prevention programs will be funded at 75 percent of their current levels;

- Veterans Affairs, Housing and Urban Development: programs will be funded at the FY 1996 conference agreement level while maintaining terms and conditions from the enacted FY 1995 appropriations legislation; the AmeriCorps program will be funded at 75 percent of its current level;

- Labor, Health and Human Services, and Education: programs will be funded at the lower of the FY 1996 House-passed or FY 1995 enacted appropriations bill level under the terms and conditions of the FY 1995 bill; terminated or severely impacted programs will be funded at 75 percent of their current level (except for the terminated programs listed below); and

- District of Columbia: this bill will not affect the District of Columbia, which is allowed by an earlier targeted appropriations bill to use its own funds through FY 1996.

Additional provisions:

- grant funding will be frozen for numerous Health and Human Services and Education programs;
- the following will be eliminated: the Child Development Associate Scholarships program; the Dependent Care Planning and Development program; the Law-Related Education program; the Dropout Prevention Demonstrations program; the Aid for Institutional Development-Endowment Grants program; the Aid for Institutional Development-Evaluation program; the Native Hawaiian and Alaska Native Cultural Arts program; the Innovative Projects in Community Service program; the Cooperative Education program; the Douglas Teacher Scholarships program; the Office of Technology Assessment; the Bureau of Mines; the Rural Abandoned Mine program, the Pennsylvania Avenue Development Corporation; the Interstate Commerce Commission; the Land and Water Conservation Fund; the Advisory Commission on Intergovernmental Relations; and the Administrative Conference of the United States;

- curbs will be placed on excessive travel by Cabinet Secretaries;
- the maximum Pell Grant award will be raised to \$2,240;
- funds will not be used for human embryo research;
- \$1.2 billion in savings will be achieved from various housing programs;
- the sale of a House office building will be authorized;
- the sale of 7 million barrels of oil from the Strategic Petroleum Reserve will be authorized; and
- Drug Courts, Community Development Financial Institutions, and the Office of Consumer Affairs will be funded at 75 percent of their FY 1995 levels.

NOTE: The following is a list of the fiscal year 1996 continuing resolutions that have been passed to date, plus the continuing resolution that President Clinton vetoed:

- H.J. Res. 108, to provide continuing appropriations through November 13, 1995; no rollcall votes were held on the resolution in the Senate (enacted September 30);

- H.J. Res. 115, the second continuing resolution, to provide continuing appropriations through December 1 at reduced levels, and to make other changes; see vote No. 567); the resolution was vetoed; the Clinton Administration at the same time vetoed a debt limit extension bill (H.R. 2586) and began raiding Federal trust funds to pay debts;

- H.J. Res. 122, the second continuing resolution (2nd bill) to extend appropriations at reduced rates; as first passed, the bill extended appropriations through December 5 (see vote No. 581); final passage was vitiated when a compromise agreement was reached with the Clinton Administration and the bill was passed again on November 19 with an extension date of December 15 (enacted November 20);

- H.J. Res. 123 to provide continuing appropriations for those days for which appropriations had lapsed between the expiration of H.J. Res. 108 and H.J. Res. 122; no rollcall votes were held in the Senate on the resolution (enacted November 19);

- H.J. Res. 136 to extend appropriations until January 3 for select programs, including welfare programs (enacted December 22); no rollcall votes were held on the resolution in the Senate;

- H.J. Res. 153 to provide continuing appropriations for the District of Columbia through January 26; no rollcall votes were held on the resolution in the Senate (enacted January 4);

- H.R. 1643 to provide back pay for furloughed workers, to provide that all employees will be excepted employees until January 26 (and thus not subject to being furloughed), and to provide targeted continuing appropriations for certain programs, including: funding through the fiscal year for passport and visa services, Meals on Wheels, administration of unemployment insurance, veterans programs, and operations of the District of Columbia with its own money; and funding through March 15 for Aid to Families with Dependent Children and foster care and adoption assistance to the States; no rollcall votes were held in the Senate on the resolution (enacted January 6);

- H.J. Res. 134 to provide continuing appropriations until January 26 for those programs that did not have regular appropriations or targeted appropriations for them; funds were provided under the same terms as H.J. Res 134, with the extra condition that the resolution would not take effect until President Clinton submitted a detailed budget to Congress that reached balance by 2002 as scored by the Congressional Budget Office; no rollcall votes were held on the resolution in the Senate (enacted January 6); and

- H.R. 1358 to provide targeted continuing appropriations through the fiscal year for select programs; no rollcall votes were held

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on the resolution in the Senate (enacted January 6).

Those favoring final passage contended:

This resolution will provide short-term continuing appropriations for four of the as-yet unsigned fiscal year 1996 appropriations bills. Also, the Foreign Operations Appropriations Bill, which has been stalled between the House and the Senate due to disagreements over language relating to abortion, will be enacted because a compromise on that language has been reached. When this resolution is enacted it will be the ninth continuing appropriations bill passed this year. Congress has passed full-year continuing appropriations bills for all or most of the regular appropriations bills in years past, and it has frequently passed short-term continuing appropriations bills as well, but this long string of short-term continuing resolutions is unprecedented. Still, it is understandable. The Republican majority in Congress has a very ambitious agenda which it is attempting to enact, and many aspects of that agenda are objectionable to President Clinton and Democrats in Congress. Democratic Members, therefore, have done their utmost to stall those policies which they find objectionable, and the President has used his authority to veto bills. The Republicans' main goal is to balance the budget in 7 years by cutting spending. Therefore, instead of putting off their goal by passing full-year continuing appropriations, Republicans have chosen to try to negotiate their differences with the President in an effort to reach a 7-year balanced budget agreement. Despite long and arduous negotiations no agreement has yet been reached. It has been during these negotiations that it has been necessary to pass one short-term resolution after another.

The President's and Democratic Members' major objection to the appropriations bills that have not yet been signed into law is that the Republicans have proposed cutting funding by more than Democrats wish. In order to pressure the Democrats into compromising, most of the continuing resolutions that have been passed by this Republican Congress have provided appropriations at levels below last year's levels. This resolution goes further, by also enacting some of the policy changes that Republicans support (and that, in a few cases, Democrats support as well). Those changes include the elimination of some 18 programs and agencies of the Federal Government, an increase in the maximum Pell Grant award to \$2,440, and a prohibition on the use of Federal funds for human embryo research.

This continuing resolution clearly contains many items that are not to President Clinton's liking. On the other hand, Republicans included funding in this resolution for numerous programs which they strongly believe should be eliminated. This legislation is thus a fair, temporary compromise that will give the budget negotiators a few more weeks to try to work out a compromise plan to balance the budget in 7 years. We are increasingly pessimistic about the chances of reaching agreement, but we think it is worth the effort. In that spirit, we urge the adoption of this resolution.

Those opposing the resolution contended:

Our Republican colleagues' strategy on one continuing resolution after another has been to hold a fiscal gun to our heads: we are given the choice of either accepting their drastically reduced funding levels for Federal programs and their ill-advised policy changes, or letting them shut down Federal funding entirely for many needed Federal Government services. This legislative blackmail is unacceptable. Congress should stay in session continuously and work out compromise solutions. We refuse to accept either a shutdown or this bill. We urge our colleagues to reject this bill as well.